

Geneva, May 5th, 1936.

LEAGUE OF NATIONS

ADVISORY COMMISSION  
FOR THE PROTECTION AND WELFARE  
OF CHILDREN AND YOUNG PEOPLE

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REPORT ON THE WORK  
OF THE COMMISSION IN 1936

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Series of League of Nations Publications

IV. SOCIAL  
1936. IV. 3.



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Genève, le 10 juillet 1936.

SOCIÉTÉ DES NATIONS

COMMISSION CONSULTATIVE POUR LA PROTECTION DE L'ENFANCE  
ET DE LA JEUNESSE

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Rapport sur les travaux de la Commission en 1936

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Page 4, sous IV. Messages de félicitations à la "National Vigilance Association" et à M. BUTLER du Bureau de l'Inde,

lire: "Fête du Jubilé" au lieu de  
"Fête commémorative du Centenaire".

Après "Royaume-Uni" ajouter: "organisé par l'Association  
d'Hygiène morale et sociale".

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LEAGUE OF NATIONS

ADVISORY COMMISSION FOR THE PROTECTION AND WELFARE  
OF CHILDREN AND YOUNG PEOPLE

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Report on the Work of the Commission in 1936

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Page 4, under IV. Messages of Congratulation to the National Vigilance Association and to Mr. Butler, of the India Office:

Instead of "centenary celebration", read "jubilee celebration".

After "United Kingdom", add "organised by the Association  
for Moral and Social Hygiene".

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Série de Publications de la Société des Nations

IV. QUESTIONS SOCIALES  
1936. IV. III.







## TRAFFIC IN WOMEN AND CHILDREN COMMITTEE

### REPORT ON THE WORK OF THE FIFTEENTH SESSION

(Geneva, April 20th-27th, 1936.)

The fifteenth session of the Traffic in Women and Children Committee opened at Geneva on April 20th, 1936, Dr. Estrid HEIN, delegate of Denmark, being in the Chair, and Mme. HUICI, delegate of Spain, acting as Vice-Chairman.

#### I. Composition of the Committee.

##### *Government Delegates :*

|                                               |                                  |
|-----------------------------------------------|----------------------------------|
| Dr. Estrid HEIN ( <i>Chairman</i> )           | <i>Denmark.</i>                  |
| Mme. M. HUICI ( <i>Vice-Chairman</i> )        | <i>Spain.</i>                    |
| Miss K. LENROOT                               | <i>United States of America.</i> |
| His Excellency Count CARTON DE WIART          | <i>Belgium.</i>                  |
| M. I. MAUS, technical expert                  |                                  |
| Mr. S. W. HARRIS                              | <i>United Kingdom.</i>           |
| Miss J. I. WALL, substitute delegate          |                                  |
| Miss C. WHITTON                               | <i>Canada.</i>                   |
| M. E. GAJARDO                                 | <i>Chile.</i>                    |
| His Excellency M. REGNAULT                    | <i>France.</i>                   |
| M. BOURGOIS, substitute delegate              |                                  |
| Sir Abdul QADIR                               | <i>India.</i>                    |
| Count Ugo CONTI-SINIBALDI                     | <i>Italy.</i>                    |
| Princess GIUSTINIANI-BANDINI, deputy delegate |                                  |
| M. Y. KIUCHI                                  | <i>Japan.</i>                    |
| His Excellency M. CHODZKO                     | <i>Poland.</i>                   |
| Mme. WOYTOWICZ-GRABINSKA, substitute delegate |                                  |
| His Excellency Professor M. PELLA             | <i>Roumania.</i>                 |
| M. N. T. SEYMEN                               | <i>Turkey.</i>                   |
| His Excellency M. BENAVIDES                   | <i>Uruguay.</i>                  |

##### *Assessors :*

|                                                                     |                                                                            |
|---------------------------------------------------------------------|----------------------------------------------------------------------------|
| Mme. AVRIL DE SAINTE-CROIX                                          | Women's International Organisations.                                       |
| Mlle. LAVIELLE                                                      | International Union of Catholic Women's Leagues.                           |
| Mlle. Andrée KURZ                                                   | International Federation of the "Amies de la Jeune Fille".                 |
| Mr. S. COHEN                                                        | Jewish Association for the Protection of Girls, Women and Children.        |
| Mme. DE MONTENACH (replaced by Mlle. EMERY at some of the meetings) | International Catholic Association for the Protection of Young Girls.      |
| Mr. SEMPKINS                                                        | International Bureau for the Suppression of Traffic in Women and Children. |
| Dame Rachel CROWDY                                                  | In a personal capacity.                                                    |

##### *Liaison Officer :*

|              |                              |
|--------------|------------------------------|
| Mme. THIBERT | International Labour Office. |
|--------------|------------------------------|

##### *Secretariat :*

|                   |                                                              |
|-------------------|--------------------------------------------------------------|
| M. E. E. EKSTRAND | Director of the Opium Traffic and Social Questions Sections. |
|-------------------|--------------------------------------------------------------|

#### II. Changes in the Composition of the Committee.

The following changes have taken place in the composition of the Committee since the fourteenth session :

Up to the present session, the co-operation of Canada had been assured by an assessor representing the Canadian Council for Child Welfare and the Social Service Council in Canada. The Council of the League, in accordance with a wish unanimously expressed by the Advisory Commission for the Protection and Welfare of Children and Young People,



invited the Canadian Government to send a representative to this year's session. The invitation was accepted and Miss Charlotte Whitton was appointed to serve in this capacity.

The Government of India appointed as its representative at the fifteenth session of the Advisory Commission Sir Abdul Qadir, replacing the Begum Shah Nawaz, who had been present at the last session.

The Japanese Government, in response to an invitation to continue its collaboration, after the Council had approved a wish expressed by the Advisory Commission in 1935, appointed as its representative, in the absence of M. Yokoyama, M. Y. Kiuchi.

The Turkish Government appointed M. N. T. Seymen, Consul-General of Turkey, to represent it on the Advisory Commission, replacing its previous representative, M. Celâl Hazim.

Mme. de Montenach being unable to be present at some of the meetings, the International Catholic Association for the Protection of Young Girls was represented by Mlle. Emery in her absence.

Mr. Bascom Johnson was unable to be present at the session.

Invitations had been issued to Dr. KEMP, University Institute, Copenhagen, and Dr. CAVAILLON, Secretary-General of the "Union internationale contre le péril vénérien", Paris, to assist as experts during the discussion of matters relating to the rehabilitation of prostitutes.

In accordance with a suggestion made by the Traffic in Women and Children Committee, Professor DONNEDIEU DE VABRES, International Bureau for the Unification of Penal Law, and M. F. E. LOUWAGE, International Criminal Police Commission, were invited to take part as experts in the discussion on the question of the exploitation of prostitution. Professor Donnedieu de Vabres was unable to be present : His Excellency Professor PELLA represented the Bureau in addition to representing his Government as delegate.

Invitations were sent to the representatives in Geneva of the Chinese and Netherlands Governments as well as to the assessors on the Child Welfare Committee to attend the discussion on the Conference of Central Authorities in the Middle and Far East. The Netherlands Government was represented by M. Otto REUCHLIN, the Chinese Government by M. CHEN TING. Mme. VAJKAI, assessor representing the International Save the Children Union, and Mlle. GOURD, assessor representing the International Women's Organisations on the Child Welfare Committee, also attended the meeting.

### III. Adoption of Agenda.

The agenda submitted by the Agenda Sub-Committee<sup>1</sup> was approved.

### IV. Messages of Congratulation to the National Vigilance Association and to Mr. Butler, of the India Office.

The Traffic in Women and Children Committee decided to send a letter of congratulation to the National Vigilance Association on the occasion of the fiftieth anniversary of its existence.

The Chairman of the Committee also sent a telegram to Mr. Butler, Parliamentary Under-Secretary of the India Office, who was speaking in London on the occasion of the centenary celebration of the repeal of the Contagious Disease Acts in the United Kingdom.

This telegram read as follows :

"The Traffic in Women and Children Committee of the League of Nations now in session at Geneva desires me to convey to those meeting in London on Thursday to honour the memory of Josephine Butler its sincere appreciation of her remarkable work. The principles which she advocated not only changed the policy of her own country in regard to the problem of prostitution ; they have also influenced and are continuing to influence the policy of many other countries in different parts of the world."

### V. Report of the Director of the Social Questions Section.

The Traffic in Women and Children Committee approved the report submitted by the Director of the Social Questions Section<sup>2</sup> on the work done since the last session of the Committee.

Since last year, the following ratifications of or accessions to Conventions concluded under the auspices of the League of Nations have taken place :

*1921 International Convention for the Suppression of the Traffic in Women and Children :*  
Nicaragua.

*1923 International Convention for the Suppression of the Circulation of and the Traffic in Obscene Publications :*

Australia, Estonia, Union of Soviet Socialist Republics.

*1933 Convention for the Suppression of the Traffic in Women of Full Age :*

Union of South Africa, Czechoslovakia, Hungary, Latvia, Netherlands (Netherlands Indies, Surinam and Curaçao), Nicaragua, Norway, Roumania.

<sup>1</sup> Document C.T.F.E.676.(1).    <sup>2</sup> Document C.T.F.E.684.



During the session, the Japanese delegate informed the Committee that his Government had recently ratified the above Convention and that the instrument of ratification would soon be deposited with the League of Nations.

In connection with observations on the " Journeys of the Secretariat ", the usefulness of missions undertaken by the Director of the Social Questions Section and one member of that Section was stressed and the importance of spreading information on the work of the Traffic in Women and Children Committee by lectures and similar methods was again emphasised.

## VI. Examination of the Reports of the Voluntary Organisations.

The reports submitted to the Committee by the Assessors representing the international organisations proved that these organisations had continued their work in their respective fields of activity as assiduously as ever. The reports showed that most of the organisations in question had actively collaborated in the study of measures of rehabilitation for prostitutes, and contained information supplementing that submitted to the Secretariat in answer to the questionnaire on rehabilitation. This information was amplified orally in the course of the discussion. Two further points were, in particular, stressed during the discussion of this report :

(1) The importance of women police as regards social service, on the one hand, and purely police work, on the other, was emphasised, and it was pointed out that the employment of women police is proving successful and is making progress in many countries.

(2) Attention was drawn to problems connected with changing methods of transport, such as motoring and air services. Instances were given of the practice of free rides in motor-cars and lorries, and the widespread use of motor or tourist camps in some countries. It was felt that the danger to health and to social and moral welfare to which these new developments may give rise required consideration and that the subject might be studied by the Committee at some later date.

## VII. Enquiry into Rehabilitation of Adult Prostitutes.

The Committee had before it a report in four parts, as well as an addendum,<sup>1</sup> submitted by the Rapporteur, Mr. S. Cohen, Secretary-General of the Jewish Association for the Protection of Girls, Women and Children. This report represented the second stage of an enquiry into measures of rehabilitation undertaken by the Traffic in Women and Children Committee with the approval of the Council and the Assembly of the League of Nations. The purpose of this second stage was of a limited nature and referred to rehabilitation of adult prostitutes. The general outline and tenor of the report was approved.

The Committee discussed fully the problems raised by the information contained in this report, and had the invaluable assistance of two experts — Dr. Cavaillon, Secretary-General of the " Union internationale contre le péril vénérien ", Paris, and Dr. Kemp, of the University Institute, Copenhagen.

Among the matters to which attention was given in considering *the antecedents of prostitutes* (Part III), certain difficulties arising out of domestic service were indicated ; and it was felt that these were chiefly due to the conditions of the work, which involved living in a social environment of a different character from that in which they had been brought up themselves ; the lack of privacy combined with loneliness ; and also the lack of opportunity for recreation after the long hours of work. It was considered that the study of further organisation of domestic service and of extending protective legislation, especially as to the employment of minors, would be useful, and the Committee took note of the Conventions and recommendations adopted by the International Labour Conference concerning the fixing of an age for admission to domestic service and the supervision of the finding of employment for domestic servants ; as well as studies which are being made with regard to the conditions of domestic service by the International Labour Office.

The Committee also noted in this section certain other matters, such as the fact that illegitimate birth was not of itself as great a contributing factor in prostitution as had been assumed, but, on the other hand, the social and economic difficulties consequent on having an illegitimate child sometimes led women to prostitution. It was also observed that many of these women had left school below the normal school-leaving age ; that they showed a readiness to frequent change of occupation ; that the percentage of those leaving home at an early age seemed to be very high ; that the home background of a considerable proportion was not unsatisfactory from a material point of view, although, in the majority of cases, especially the moral conditions were not good ; and that rather more than half of the women had, in fact, been assessed by the investigators concerned as being of normal intelligence. This last point gave rise to an extensive discussion on the need for

<sup>1</sup> Document C.T.F.E.679, I, II, III, IV, and Addendum.



psychological and psychiatric study of prostitutes, and its usefulness at an early stage, and to the need for a system of care of the feeble-minded and insane which should result in reducing the number of such cases among prostitutes.

Dr. Kemp's conclusions with regard to the mental condition of the 530 women whose cases he had studied were as follows :

" A large number of the women . . . examined were found to be mentally abnormal. The intelligence of about half of them was below normal. Many were greatly retarded — that is to say, dullards — but a comparatively small number, actually not more than seven or eight per cent, were downright feeble-minded.

" About a quarter were pronounced psychopaths and eight per cent had other mental diseases. A number of the psychopaths also had markedly reduced intelligence and were especially characterised by weakness of character, lack of mental balance, impulsiveness, asociality, abnormally strong instincts and lack of feeling. Less than a third were mentally normal and without defective intelligence."

Dr. Kemp's conclusions suggest that, if psychiatric tests had been applied to the cases reported to the Committee, most of which had had no psychiatric examination, a greater amount of mental inferiority might have been found. He felt that mental abnormalities were often recognised too late. There was, in his opinion, need for the following measures to be taken : (a) Further investigation of these problems ; (b) providing easily obtainable psychiatric assistance and guidance ; (c) extensive use of legal psychiatric examination of prostitutes ; (d) social measures suited to the care and supervision of mentally unstable and abnormal children and adults.

Dr. Cavaillon, basing his remarks on the experience of various countries and also on an extended enquiry specially made in France by the Ministries of the Interior and of Public Health, made certain suggestions with regard to this part of the study. A distinction should be drawn between the moral and material environment ; particulars should be obtained with regard to the early sexual history of those who subsequently became prostitutes ; the approximate time at which the women took to prostitution should be ascertained ; if possible, information as to the date on which venereal disease was contracted ; details should be given, not merely of the women's first occupation, but of all previous occupations before they became prostitutes ; the incidence of tuberculosis amongst prostitutes should not be lost sight of. It would further, in his opinion, be interesting to know how women who gave up prostitution, owing to age or for any other reason, earned their living. The report should further specify the status of the investigators — police, doctors, welfare workers, etc. He gave the Committee a vivid description of the distrustful attitude of the prostitute, due in great measure to the harsh and inconsistent treatment accorded to her by society.

The Committee agreed that work on this part of its study, which covers roughly 2,500 cases in about twenty countries, should be continued by further detailed examination of the information available from the countries which had been approached for this part of the enquiry.

Dealing with the *use of social services in the centres for the treatment of venereal disease* (Part II), the Committee recognised that this system represented a new line of social activity in connection with rehabilitation, which has already had considerable success in the countries in which it has been tried. From the answers contained in this part of the report, it appears that, up to the present, only a limited number of countries are working on this line, and that, in most of these, increased facilities are needed. It was felt that special attention should be drawn to this new method, in order to encourage countries which have no social services associated with the treatment of venereal disease to introduce such services, and for the other countries to extend them.

Dr. Cavaillon, after pointing out that it was essential to take action against *souteneurs* by means of stringent measures against procuring and to abolish the system of regulation in force in many countries, emphasised that the welfare services should be enlisted in the campaign against prostitution ; this could be " done at once in every country without raising any violent discussion on questions of principle ".

With a view to moral rehabilitation, particular use should be made of social workers who have special experience in dealing with these problems because they have had opportunities of getting into touch with prostitutes and can readily and quite naturally gain their confidence. They must be thoroughly trained professional workers, should work actually in the anti-venereal dispensaries, and, so long as the regulation system lasts in the countries where it still exists, they must be attached to the official medical inspectors. The least that should be demanded in those countries is that a woman should not be allowed to register as a prostitute until all the welfare workers' attempts to rehabilitate her have failed.

In this connection, and at various other stages of the discussion, the necessity of having specially trained professional social workers was emphasised, as were the dangers



of utilising social workers in this field whose personal training was not up to the high standard required.

A draft resolution on the subject of the intervention of social services was submitted by the French delegate, which reads as follows :

“ The Committee,

“ Considering that it was clear, from the information already in its possession, that important results are obtained as regards the rehabilitation of prostitutes by the institution of social service, and, in particular, social service specialising in the campaign against the danger of venereal infection :

“ Recommends that the attention of health authorities should be drawn to this question and that the institution or extension of this service should be contemplated.”

Whilst general agreement was reached regarding the purposes of this draft resolution, no formal decision was taken, as it was felt that a similar recommendation would have to form part of the general conclusions arising in its final stage out of the enquiry into rehabilitation.

Several speakers drew attention to special features in the labour prophylactoria in the Union of Soviet Socialist Republics in this connection.

With regard to *various aspects of the rehabilitation of adult women* (Part I), the Committee discussed a number of problems, especially those relating to institutional training and individual care. The discussion showed that there is a general acceptance of the view that institutional training of some kind forms an integral part of any scheme of rehabilitation and provides a means of separating women from their old milieu and training them for work.

The Committee also gave consideration to the question of the respective rôles of public authorities and of voluntary efforts, and to the importance of social services in the rehabilitation of adult women. It was suggested that the report, in its final form, should examine the extent to which official and voluntary facilities are available to meet problems which the analysis of cases has revealed. A view was expressed that there had been too wide a gap in the past between public measures on the one hand and the social efforts of the voluntary organisations on the other. One delegate stressed the obligation of the public administrative authorities to provide suitable social services and assure them adequate financial support.

General agreement was expressed with regard to the obstacles in the way of rehabilitation, such as the activity of the *souteneur* and the system of regulation where it exists. The high earnings of many prostitutes was considered to be a special difficulty. It was recognised that, in many of these cases, normal work could probably never be as financially remunerative. It was felt, however, that, whilst the advantages of ordinary work might not entirely outweigh, to the women in question, the attraction of high earnings, the combination of adequately remunerated work and of a newly-won self-respect and dignity in life would together make a successful appeal to those who were anxious to start afresh.

The question of prevention was raised on different occasions. The analysis of the cases contained in Part III, as well as the observations submitted in the answers which are summarised in Part I, had shown that often the chief factors conducing to prostitution lay in early youth, and that the greatest danger seemed to lie in the two or three years preceding the age of majority. Nearly all the answers had concurred in stating, directly or indirectly, that the chances of success in any attempts at rehabilitation were incomparably greater if applied early. The Committee recognised that problems of preventive work would have to be studied, and that those relating to minors were of special importance. It took note, in this connection, of the views expressed by the Rapporteur, the two experts and several members of the Committee.

Finally, a number of special features bearing upon the problem of rehabilitation were mentioned by the different speakers ; measures for the care of the illegitimate child, such as official guardianship ; the Danish method of payment to the mother by public authorities ; the necessity for the extension of health services for the free examination and treatment of all suffering from venereal infection ; and the necessity for more adequate methods of dealing with the educational, vocational and social needs of young people.

A great number of observations of a general character, most of which have already been touched upon in one way or another in the report, were made by different delegates, assessors or experts. For instance, it was stressed that the nature of the problem was constantly altering in consequence of economic changes and changes in modern life, that it was urgently necessary to create a public opinion which accepts the responsibility of society for the fact that prostitution exists, and the consequent obligation upon society to take measures for the solution of the problem. It was also stressed that measures of education for men in these questions should not be overlooked. Dr. Cavaillon summed up his views in saying that none of the measures advocated “ can prove effective, unless the Governments make provision for the health education of the masses in regard to sexual matters, the venereal peril and elementary medical and moral prophylaxis. This is the only way to develop a public opinion which will accept its responsibility.”



Dr. Kemp stressed the importance of “ a general reduction of social inequality and, in particular, improvement of working conditions for women ” as being amongst the most efficient measures against prostitution.

The Committee decided that full liberty should be left to the Rapporteur and the Secretariat to deal with the material collected, and to submit to the Commission for the next year a final report or reports on the questions dealt with by the two previous stages of the enquiry, in which the views of the experts and the ideas expressed in discussion should be embodied.

### VIII. Suppression of the Exploitation of Prostitution.

In accordance with the instructions given by the Committee in 1935, a Sub-Committee of Experts studied during the year certain laws in force, or in preparation, dealing with the exploitation of prostitution. The Sub-Committee consisted of the following members :

M. BOURGOIS (France),  
M. MAUS (Belgium),  
M. MARTINEZ-AMADOR (Spain),  
Mme. WOYTOWICZ-GRABINSKA (Poland),  
Count Ugo CONTI-SINIBALDI (Italy),  
Professor PELLA (Roumania),  
Professor DONNEDIEU DE VABRES (International Bureau for the Unification of Penal Law),  
M. LOUWAGE (International Criminal Police Commission).

On the basis of the material collected, the Sub-Committee prepared a draft international Convention consisting of thirteen articles, followed by three recommendations.<sup>1</sup>

The majority of the members of the Traffic in Women and Children Committee considered that the Committee could not postpone any longer the framing of an international convention on a subject the various aspects of which it had had under consideration for several years.

The Committee considered it desirable to solve the problem in such a way as to enable as many countries as possible to become parties to a convention on this subject.

The main discussion centred round the article in the Sub-Committee's draft which read as follows :

“ The High Contracting Parties agree to punish, to the fullest extent compatible with their national laws, any person who exploits immorality either by aiding, abetting or facilitating the prostitution of third parties, or by deriving any material profit therefrom.”

The Committee unanimously decided to delete the words : “ to the fullest extent compatible with their national laws ”, and definitely to base the convention on the abolitionist principle. It nevertheless thought it necessary to provide that countries in which prostitution is still regulated might sign the convention subject to certain reservations, more particularly in regard to Article 2. The delegate of France, indeed, pointed out that, even with the contemplated reservation in regard to the article quoted above, the convention would be applicable to the great majority of those exploiting prostitution in the countries in question.

The Committee therefore unanimously adopted the following resolution :

“ (1) The Traffic in Women and Children Committee requests the Council to recommend to Governments the conclusion of an international convention for the punishment of persons who exploit the prostitution of others.

“ (2) The Committee, acting in conformity with its previous decisions, considers that this convention should be based on the principles of the legislations in force in the abolitionist countries.

“ (3) Being desirous, however, of securing the largest number of accessions to this convention, the Committee contemplates the possibility for States which see fit to do so to make certain reservations, particularly with regard to Article 2 of the draft recommended by the Committee.

“ (4) Accordingly, the Committee requests the Council to refer the attached draft Convention to the Governments Members and non-members of the League of Nations as a basis for study.”

### IX. Conference of Central Authorities in the Middle and Far East.

*(Joint Meeting of the Traffic in Women and Children and Child Welfare Committees.)*

The Committee had before it information on the present stage of the preparation of the Conference of Central Authorities in the Middle and Far East.<sup>2</sup> From this document, it appeared that the following countries were in favour of calling the Conference : the United Kingdom (in agreement with the Governments of Hong-Kong and the Straits

<sup>1</sup> Document C.T.F.E.674.

<sup>2</sup> Document C.T.F.E.686, C.P.E.532.



Settlements), China, France, Portugal, Netherlands and Siam. The Government of Siam had informed the Secretary-General on March 19th, 1936, of its intention to participate.

The United States Government, which had originally accepted the invitation to take part in the Conference officially, informed the Secretary-General that, in consequence of the inauguration of the Government of the Commonwealth of the Philippines, the situation had altered, the President of the Commonwealth of the Philippines having informed the Government of the United States "that traffic in women and children is prohibited and penalised by Philippine law, that the problem in the Philippines is a police rather than a social one, and that deportation of foreign prostitutes has practically solved the problem in that area". The Commonwealth Government accordingly did not contemplate sending a representative to the proposed conference. In view of this decision, the Government of the United States will be represented instead by an observer. It was contemplated, however, "that the observer's report should be submitted to the United States High Commissioner to the Commonwealth Government as well as to the Government of the United States of America".

The Governments of Iraq and India had informed the Secretary-General that they were unable to participate in the Conference.

During the discussion, the representative of France pointed out that the French Government had originally made its acceptance dependent upon the Conference meeting in Singapore, but no longer upheld this reservation.

The Indian representative pointed out that the position taken by his Government had been due to the fact that after consulting the provincial governments it had come to the conclusion that as no Indian women were involved in the international traffic it was not necessary for India to be represented. He would, however, fully inform his Government of the views expressed here as to the necessity of India being represented and would urge the importance of at least an observer being sent to the Conference from India.

The Japanese representative informed the Committee that the Japanese Government accepted, in principle, the invitation to the Conference. He pointed out, however, that his Government would prefer the Conference to be held at a date later than May 1937.

No definite information was available with regard to the following countries: Afghanistan and Iran.

#### *Date of the Conference.*

With regard to this latter point, it was observed that, February 1937 having definitely been considered the most suitable date for the majority of the Governments concerned, a change seemed to be hardly feasible. Hope was expressed that, nevertheless, the Japanese Government, whose participation was considered to be important, would be in a position to join in the Conference, in spite of the original date being adhered to.

#### *Items on the Agenda.*

According to the resolution agreed upon by the Traffic in Women and Children Committee in 1935, approved by the Council at its eighty-sixth session in 1935 and reiterated by the Assembly of the same year, the Secretary-General had asked the countries which had either answered affirmatively or had not yet given information to state their attitude to the following suggested points on the agenda:

"Closer collaboration and wider exchange of information between the authorities responsible for the measures taken to prevent traffic in women in the East;

"Control of migration, so as to prevent traffic in women and children;

"Closer collaboration between authorities and private organisations in this part of the world;

"Employment of a larger number of women officials on the staff of authorities responsible for the welfare of women and children in the East;

"Possibility of abolishing licensed houses in the East;

"Position of women refugees of Russian origin in the Far East who are in danger of becoming victims of the traffic."

From the answers received, it appeared that the Chinese Government was of opinion that the second item, "Control of Migration so as to prevent Traffic in Women and Children", would go beyond the scope of the Conference in question. The Chinese Government considered that this question should not appear on the agenda "in case this discussion were to result in fresh action to be taken regarding emigration".

The Netherlands Government and the Government of Siam stated that they had no objection to the points suggested, the Government of Siam adding that it "had no additions to propose".

The United States Government noted that, in view of the fact that it could only be represented by an observer, it did not consider it "appropriate to comment upon the agenda of the Conference". It transmitted informally, however, correspondence containing certain observations and suggestions with regard to the points which appear on the agenda.



During the discussion, general agreement was reached on the suggested points figuring on the agenda, a number of minor suggestions being made which will be taken into account by the Secretariat in drafting the final agenda. The Chinese delegate declared that, if the Conference would not touch the question of migration itself but only discuss means to protect the migrants against the danger of traffic, the Chinese Government was prepared to withdraw its objection to placing that item on the agenda.

The United Kingdom delegate informed the Commission that the Government of Hong-Kong did not desire to suggest any additions to or changes in the suggested agenda and that the same opinion had been expressed by the Straits Settlements Government.

The Commission noted that the International Labour Organisation had dealt in the past and was still dealing with problems of the control and organisation of migrants (1926 Convention concerning the Simplification of the Inspection of Emigrants on board Ship and Recommendation concerning the Protection of Emigrant Women and Girls on board Ship; the 1933 Convention concerning Fee-charging Employment Agencies, which is designed to control placement in foreign countries; a report to be presented to the International Labour Conference in 1936 concerning migration, recruitment and placing). The representative of the International Labour Office asked, in this connection, that the point referring to migration should be limited to the protection and assistance of women and children against the risk of traffic in connection with migration.

Full liberty was given to the Secretariat to make the necessary arrangements with regard to the agenda.

#### *Position of Women and Children of Russian Origin.*

The last point referring to the position of women of Russian origin was discussed. The Committee was much concerned to hear from one of the assessors, Dame Rachel Crowdy, who visited Manchuria, an account from her own experience of the difficult condition in which she found so many of these women and children. The Committee took note of the resolution adopted by the Assembly in 1935 authorising the Secretary-General to endeavour to secure the services of a competent person, preferably a woman, who could act as an agent of the League of Nations, and requesting the Council to appoint the selected person for the purpose of encouraging and co-ordinating efforts, without, however, involving any financial charge upon the League.

Several assessors reported on the voluntary efforts which had been made to collect money and emphasised the difficulty of doing so, when many of the associations were faced with pressing demands of an even more immediate character. It was understood that this collection of sufficient funds constituted the indispensable condition for the appointment of an agent by the Secretary-General.

#### *Composition of the Conference.*

As to the participation of private organisations and missions in the Conference, most of the Governments agreed that such participation would be an advantage. The Japanese delegate declared, however, that, for purely practical reasons, the Conference should consist only of Government delegates.

The Government of the Straits Settlements stated that there would be no voluntary organisation operating in its territory before 1937, and the Government of Ceylon stated that it did not feel that the association of voluntary organisations would be useful.

No definite information was available as to the character the Governments wished this participation to assume. The British delegate informed the Committee, however, that the Government of Hong-Kong saw no objection to the participation of voluntary organisations and missions "in an advisory or consultative capacity, if their representation can be limited so as not to render the Conference too cumbersome".

It was agreed that a list of the organisations to be invited should be drawn up by the Governments interested and the Secretariat in collaboration. It was understood that the Governments would make proposals with regard to the national and local organisations to be included.

#### *Place of Meeting of the Conference.*

The Committee was glad to note that the Netherlands Government had tendered an invitation to the Secretary-General to hold the Conference in Bandoeng, Java; it considered the question of the place where the Conference was to be held as settled and expressed its thanks to the Netherlands Government for the invitation.

It also took note of the statement made by the United Kingdom delegate that the Government of Hong-Kong would also have been glad to offer the Conference its hospitality.

The necessary budgetary provisions for costs connected with this Conference will have to be voted by the Assembly in 1936 and the final decision as to the convocation of the Conference would be taken by the Council at the end of the next ordinary session of the Assembly.

The Committee, realising the importance of this Conference, strongly recommends the Council to give its final approval for the holding of this Conference and requests the Assembly to vote the necessary budgetary provisions.



## X. Summary of Annual Reports.

The Committee noted that twenty-seven countries, including two whose reports had been received during the session of the Committee, had this year reported on traffic in women and children. It also noted that Sweden, which is not a party to the International Convention for the Suppression of Traffic in Women of Full Age of 1933, had sent in a report on obscene publications.

The inclusion of a new section containing information which, whilst not directly answering questions contained in the questionnaire, was considered of interest in connection with the questions treated in the Summary was approved.

The United Kingdom delegate informed the Committee of the steps which had been taken to bring the system of Mui Tsai under review, and stated that the Secretary of State for the Colonies had appointed a commission to investigate the whole question in Hong-Kong and Malay and of any surviving practices in these territories of transferring women or children for valuable consideration whether on marriage or adoption or in any similar circumstances.

The question of rearranging the questionnaire itself on the basis of the Governments' answers with regard to traffic in women and children was raised, and it was pointed out that the lack of comparability of the different answers was still obvious from the replies received. It was, however, realised that this was due, not so much to the questionnaire, as to the different ways in which it was applied by the various countries. It was agreed that five years' experience with the present questionnaire was desirable before new changes could be suggested and the members of the Committee were requested to send in suggestions up to November 1st, 1936, with regard to a revision of the questionnaire. Attention should also be drawn to points for inclusion in explanations or directions which might accompany it. It was generally recognised that the Committee should give closer attention in future during its examination of the Summary of Annual Reports on Traffic in Women and Children and on Obscene Publications, as it still constituted the basis of the whole work of the Committee.

## XI. Budget.

The draft budget for 1937 submitted by the Secretariat<sup>1</sup> was unanimously adopted. As, however, the Committee decided that provision should be available for the printing of the document on the rehabilitation of women of full age, it would be necessary to increase the item "Printing and Documentation" accordingly.

## XII. Date of the Next Session.

It was decided that the next session should open on Thursday, April 15th, 1937.

(Signed) Dr. Estrid HEIN,  
Chairman.

(Signed) Matilde HUICI,  
Vice-Chairman.

(Signed) Eric Einar EKSTRAND,  
Secretary, Director of the Opium Traffic  
and Social Questions Sections.

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<sup>1</sup> Document C.T.F.E.681.



Appendix.

DRAFT INTERNATIONAL CONVENTION FOR SUPPRESSING  
THE EXPLOITATION OF PROSTITUTION.

*Article 1.*

The High Contracting Parties agree to punish any person who, by any means whatsoever, incites, entices or leads away a person of either sex for the purpose of exploiting immorality.

*Article 2.*

The High Contracting Parties agree to punish any person who exploits immorality either by aiding, abetting or facilitating the prostitution of third parties, or by deriving any material profit therefrom.

*Article 3.*

The following circumstances shall be regarded as aggravating circumstances :

- (1) If the victim is under 21 years of age, or infirm or feeble-minded ;
- (2) If the offence has been committed with the aid of coercion, violence, threats, abuse of authority or power, false pretences, trickery or the use of toxic substances or narcotic drugs ;
- (3) If the offender is the spouse, a relative in the ascending line directly, by adoption or by marriage, or the brother, sister or guardian of the victim.

The effects of the aggravating circumstances shall be determined by the several national laws.

*Article 4.*

Acts of participation in the offences to which the present Convention relates shall be deemed to be separate offences when they can only be tried in different countries.

*Article 5.*

1. In countries where the principle of the international recognition of previous convictions is accepted, foreign convictions for the offences mentioned in the preceding articles will, within the conditions prescribed by the domestic law, be taken into account for the purpose of establishing habitual criminality.

2. Such convictions will further, in the case of High Contracting Parties whose law recognises foreign convictions, be taken into account, with or without special proceedings, for the purpose of imposing incapacities, disqualifications or interdictions whether in the sphere of public or of private law.

*Article 6.*

In so far as injured parties are allowed under the domestic law to join in criminal prosecutions, foreigners shall be entitled to exercise this right on the same terms as nationals.

*Article 7.*

Any country which, in observance of the principle of the non-extradition of nationals, may refuse on that ground to hand over one of its nationals accused or convicted of an offence of the kind to which the present Convention relates, shall be bound to have the offender tried by its own courts.

The offender shall be tried in the same manner as if the offence had been committed in the national territory.

Nevertheless, the penalty inflicted may not exceed the maximum penalty provided by the law of the country in which the offence was committed.

*Article 8.*

Foreigners who, being on the territory of a High Contracting Party, are charged with the commission abroad of any of the acts set out in Articles 1, 2 and 3 of the present Convention, in Articles 1 and 2 of the International Convention for the Suppression of the White Slave Traffic, of May 4th, 1910, in Articles 2 and 3 of the International Convention for the Suppression of the Traffic in Women and Children, of September 30th, 1921, and in Article 1 of the International Convention for the Suppression of the Traffic in Women of Full Age, of October 11th, 1933, shall be tried and, if convicted, punished as though the act had been committed in the territory of such High Contracting Party, if the following conditions are present — namely, that :

- (a) Extradition has been demanded and not granted ;
- (b) The law of the country of refuge recognises the jurisdiction of the country's own courts in respect of offences committed by foreigners abroad ;
- (c) The foreigner is a national of a country which considers the prosecution of foreigners for offences committed abroad admissible as a general rule.

Nevertheless, the penalty inflicted may not exceed the maximum penalty provided by the law of the country in which the offence was committed.



*Article 9.*

The provisions of Articles 8 and 9 shall not be applicable when the person charged with the offence has been tried in a foreign country, and, if convicted, has served his sentence or had his sentence remitted or reduced on grounds recognised by the law of the foreign country concerned.

*Article 10.*

1. The offences referred to in Articles 1, 2 and 3 of the present Convention, in Articles 1 and 2 of the International Convention for the Suppression of the White Slave Traffic, of May 4th, 1910, in Articles 2 and 3 of the International Convention for the Suppression of the Traffic in Women and Children, of September 30th, 1921, and in Article 1 of the International Convention for the Suppression of the Traffic in Women of Full Age, of October 11th, 1933, shall be deemed to be included as extradition crimes in any extradition treaty which has been, or may hereafter be, concluded between the High Contracting Parties.

2. The High Contracting Parties who do not make extradition conditional upon the existence of a treaty henceforward recognise the offences referred to in the Conventions specified in the preceding paragraph as cases of extradition between themselves.

3. Furthermore, extradition shall be subject to the fundamental rules and forms of the law of the country applied to, and to the treaties or practices by which it is connected with the country applying.

*Article 11.*

1. The High Contracting Parties shall be bound to execute letters of request in accordance with their domestic law and practice.

2. The transmission of letters of request relating to offences contemplated by the present Convention, or by the Conventions of 1910, 1921 and 1933 specified in the preceding article, shall be effected :

(a) By direct communication between the judicial authorities ;

(b) By direct correspondence between the Ministers of Justice of the two countries, or by direct communication from the authority of the country making the request to the Minister of Justice of the country to which the request is made, or

(c) Through the diplomatic representative of the country making the request in the country to which the request is made ; this representative shall send the letters of request direct to the competent judicial authority, or to the authority indicated by the Government of the country to which the request is made, and shall receive direct from such authority the papers constituting the execution of the letters of request ;

(d) Through the consular representative of the country making the request in the country to which the request is made, subject to the same conditions as are provided in sub-paragraph (c) above.

3. In cases (a) and (c), a copy of the letters of request shall always be sent simultaneously to the superior authority of the country to which application is made.

4. Unless otherwise agreed, the letters of request shall be drawn up in the language of the authority making the request, provided always that the country to which the request is made may require a translation in its own language, certified correct by the authority making the request.

5. Each High Contracting Party shall notify to each of the other High Contracting Parties the method or methods of transmission mentioned above which he will recognise for the letters of request of the latter High Contracting Party.

6. Until such notification is made by a High Contracting Party, his existing procedure in regard to letters of request shall remain in force.

7. Execution of letters of request shall not give rise to payment of taxes or expenses other than expenses of experts.

8. Nothing in the present article shall be construed as an undertaking on the part of the High Contracting Parties to adopt in criminal matters any form or methods of proof contrary to their laws.

*Article 12.*

The present Convention does not affect the principle that, subject to the acts in question not being allowed to escape punishment, the determination of the kinds of offence which the various acts dealt with in the present Convention are to constitute, of the applicable penalties, of the method of prosecution and of the method of trial depends in each country upon the general rules of the domestic law. It further does not impair the right of the High Contracting Parties to make such rules as they consider proper regarding the effect of mitigating circumstances, the right of pardon and the right of amnesty.



RECOMMENDATIONS.

I.

That, in the cases to which Article 2 relates, with or without the aggravating circumstances mentioned in Article 3, the deriving of profit from immorality shall be presumed in the case of persons who live with or are habitually in the company of a prostitute, or exercise control, direction or influence over the movements of a prostitute in such a way as to show that they are aiding or abetting or compelling her prostitution with any other person.

II.

That legislation should be passed to facilitate police searches in disorderly houses, where strong evidence exists as to the character of the latter.

III.

In addition to the ordinary penalties, such measures of security should be taken in regard to the offenders referred to in the present Convention as may appear to be best suited to lead to their improvement and to protect the community.

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## CHILD WELFARE COMMITTEE

### REPORT ON THE WORK OF THE TWELFTH SESSION

(Geneva, April 27th to May 2nd, 1936.)

The twelfth session of the Child Welfare Committee opened at Geneva on April 27th, 1936, under the Chairmanship of Dr. Estrid HEIN, delegate of Denmark, and the Vice-Chairmanship of Mme. Matilde HUICI, delegate of Spain.

#### I. Composition of the Committee.

##### *Government Delegates :*

|                                               |                                  |
|-----------------------------------------------|----------------------------------|
| Dr. Estrid HEIN ( <i>Chairman</i> )           | <i>Denmark.</i>                  |
| Mme. M. HUICI ( <i>Vice-Chairman</i> )        | <i>Spain.</i>                    |
| Miss K. LENROOT                               | <i>United States of America.</i> |
| His Excellency Count CARTON DE WIART          | <i>Belgium.</i>                  |
| M. I. MAUS, technical expert                  |                                  |
| Mr. S. W. HARRIS                              | <i>United Kingdom.</i>           |
| Miss J. I. WALL, substitute delegate          |                                  |
| Miss C. WHITTON                               | <i>Canada.</i>                   |
| M. E. GAJARDO                                 | <i>Chile.</i>                    |
| His Excellency M. REGNAULT                    | <i>France.</i>                   |
| M. BOURGOIS, substitute delegate              |                                  |
| Mlle. CHAPTAL, deputy delegate                |                                  |
| Sir Abdul QADIR                               | <i>India.</i>                    |
| Count Ugo CONTI-SINIBALDI                     | <i>Italy.</i>                    |
| Princess GIUSTINIANI-BANDINI, deputy delegate |                                  |
| M. Y. KIUCHI                                  | <i>Japan.</i>                    |
| His Excellency M. CHODZKO                     | <i>Poland.</i>                   |
| Mme. WOYTOWICZ-GRABINSKA, substitute delegate |                                  |
| M. CANTEMIR                                   | <i>Roumania.</i>                 |
| M. N. T. SEYMEN                               | <i>Turkey.</i>                   |
| His Excellency M. BENAVIDES                   | <i>Uruguay.</i>                  |

##### *Assessors :*

|                                                |                                                  |
|------------------------------------------------|--------------------------------------------------|
| Mlle. BURNIAUX                                 | International Federation of Trade Unions.        |
| M. CALOYANNI                                   | International Association for Child Welfare.     |
| Mlle. DALMAZZO (replaced by<br>Mlle. LAVIELLE) | International Union of Catholic Women's Leagues. |
| Mlle. E. GOURD                                 | International Women's Organisations.             |
| M. RUIZ-GUIÑAZÚ                                | Pan-American Child Welfare Institute.            |
| Dr. René SAND                                  | League of Red Cross Societies.                   |
| Mme. J. E. VAJKAI                              | "Save the Children" International Union.         |
| Dame Rachel CROWDY                             | Appointed in a personal capacity.                |

##### *Liaison Officers :*

|                      |                              |
|----------------------|------------------------------|
| Mr. G. A. JOHNSTON   | International Labour Office. |
| Dr. René SAND        | Health Organisation.         |
| Professor J. PARISOT |                              |

##### *Secretariat :*

|                   |                                                                 |
|-------------------|-----------------------------------------------------------------|
| M. E. E. EKSTRAND | Director of the Traffic in Opium and Social Questions Sections. |
|-------------------|-----------------------------------------------------------------|

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#### II. Changes in the Composition of the Committee.

Professor Pella, who attended the Traffic in Women and Children Committee as representative of Roumania, was obliged to leave Geneva; Roumania was therefore represented at the session of the Child Welfare Committee by M. Cantemir, Secretary to the Roumanian delegation to the League of Nations. Princess Cantacuzène, delegate of Roumania, was unable to attend the session.



Mlle. Dalmazzo, Assessor representing the International Union of Catholic Women's Leagues, was unable to attend the discussions and was replaced by Mlle. Lavielle.

At previous sessions, Canada had co-operated in the Committee's work through an Assessor representing the Canadian Council on Child Welfare and the Social Service Council of Canada. This co-operation has now been placed on an official footing, for the Council has invited the Canadian Government to send a delegate as a member of the Child Welfare Committee. The invitation was accepted and Miss Charlotte Whitton was appointed to serve in this capacity.

The Council approved the Child Welfare Committee's unanimous recommendation asking the Council to invite the Japanese Government to continue co-operating in the Committee's work. This invitation was accepted and the Government of Japan appointed M. Yokoyama, Consul-General of Japan in Geneva, as its representative. Owing to his absence, M. Kiuchi attended the discussions.

The Government of India appointed Sir Abdul Qadir as representative of India on the Advisory Commission for the Protection and Welfare of Children and Young People in place of the Begum Shah Nawaz.

The Turkish Government appointed M. Tahir Seymen, Consul-General of Turkey, to represent it on the Advisory Commission for the Protection and Welfare of Children and Young People, replacing its previous representative, M. Celâl Hazim.

The Bureau d'Hygiène appointed Professor Jacques Parisot to act as Liaison Officer. These duties have hitherto been performed by Dr. René Sand, Assessor, representing the League of Red Cross Societies. In future, the duties of liaison officer will be performed jointly by Dr. René Sand and Professor Jacques Parisot.

\* \* \*

At the beginning of the session, the substitute delegate of Poland paid a tribute to the memory of Queen Astrid of the Belgians, who had been a very great protector of children in her own country and in the international sphere. The representative of France also paid a tribute to the memory of Queen Astrid. The Committee unanimously associated itself with this expression of sorrow.

The delegate of Belgium thanked the members of the Committee for the sincere sympathy which had been expressed.

### III. Adoption of the Agenda.

The Committee adopted the draft agenda<sup>1</sup> submitted by the Agenda Sub-Committee.

### IV. Report of the Director of the Social Questions Section.

The report presented by the Director of the Social Questions Section on the progress of the work of the Secretariat since the last session<sup>2</sup> was adopted.

### V. Placing of Children in Families.

The Child Welfare Committee had before it three documents on the placing of children in foster homes.<sup>3</sup> The Committee expressed its great appreciation of the report presented by Mme. J. E. Vajkai, Assessor representing the Save the Children International Union, Rapporteur, which was based on a careful study of the complicated material available, and was full of interesting and stimulating ideas.

An expression of thanks and of appreciation was made to the Save the Children International Union for having furnished documentation in which specialists and experienced persons described the practice in certain countries which, with two exceptions, are not represented on the Committee. The analysis of the Government replies and of those of the International Women's Associations, which had been carefully compiled by the Secretariat, was the basis of information at the disposal of the Committee.

The Committee, after a full discussion of the report presented by the Rapporteur, found that there was as great variety in the systems associated with the placing of children in foster homes as in the widely differing conditions of life to be found amongst the various countries of the world. The agricultural or industrial character of a country, its geographical situation, its climate, the standard of life of its people and their attitude towards social problems, each and all have their influence on the placing of children in foster homes.

Among the points raised in the discussion, attention was given to the fact that this present study had arisen as the fourth stage of studies which the Committee had made on matters relating to neglected and delinquent children. Further examination showed clearly that the whole question could not be confined to the single and somewhat limited aspect which was first under consideration. The Committee therefore decided that the whole subject should be treated independently, and that such material as had a bearing upon earlier studies might be extracted and dealt with in relation to them.

<sup>1</sup> Document C.P.E.520(1).

<sup>2</sup> Document C.P.E.537.

<sup>3</sup> Documents C.P.E.514, C.P.E.515, C.P.E.516.



Decisions on other general matters, on which various members expressed their views, were not taken, as it was felt that conclusions could not be arrived at during the first stage of discussion. The Committee, however, agreed upon the following broad principles.

1. Placing in foster homes, whether boarding out or placing in family homes of other types, is a valuable means of providing the normal experience of home and community life for children whose own parents are unable to care for them. It should never be resorted to for reasons of poverty alone, nor solely because the child is illegitimate. It is a method of care which should be applied only after it is clearly shown that for the child to remain in his own home or with his mother is not conducive to his welfare or to that of society.

2. All child-placing agencies should make provision for the complete study of the child they are placing, and of the environment from which he has come, as well as of the home in which he is to be placed. Such information is essential in achieving the successful adjustment of the child to his foster family. Each child must be dealt with as an individual who is distinct in his endowment, character, personality and capacity for full development.

3. Supervision by competent workers should be provided for the child in the foster home, and care should be taken to afford him the fullest opportunity for healthy development and for sound education, and to give him an adequate training for earning a living.

As the next stage in the study, the Committee considered that the work should be continued along the lines developed by the Rapporteur, with a re-examination in further detail of the material in hand, especially the regulations, and of the information available relating to methods of administration and practice.

The Committee further agreed that, if necessary, the assistance of voluntary experts in various countries might be called upon to give more detailed information on the practice in their countries.

To carry through this work to a successful issue, the Committee decided to appoint a small corresponding sub-committee to work with the Rapporteur and to establish the next stage of the enquiry, in the light of the views and ideas expressed by members of the Committee, on the basis of the work already undertaken. The Committee requested the delegates of the United States of America and Canada, who have experience of the fullest application of the system of placing children in foster homes, to serve on the corresponding sub-committee. The Committee felt that the assistance of any other member might be called upon if the corresponding sub-committee needed more information or more help in connection with the study it was pursuing.

## **VI. Report of the Liaison Officer with the International Educational Cinematographic Institute in Rome.**

The liaison officer with the International Educational Cinematographic Institute in Rome, in his report, gave a short summary of the Institute's work and recalled the chief questions which, apart from the educational cinema strictly so called, have continued to be dealt with by the Institute.<sup>1</sup> He emphasised the importance for the work of the Committee of the international Convention signed in Geneva in 1933 regarding the international circulation of educational films. He drew special attention to two points in his report: in the first place, the desirability of increasing the number of special halls showing topical films, which were of great interest both to old and young; in the second place, he pointed out that, as regards the young people's cinemas which have been opened in various places, the Institute has reached the conclusion that, as young people were apt to prefer the ordinary cinemas to which adults were admitted, it was essential that a distinction should be made between films for the public in general and films which were unsuitable for young people.

The delegate of the United Kingdom referred to the suggestion in the memorandum of the International Educational Cinematographic Institute<sup>2</sup> that the Child Welfare Committee is setting up an information centre on the cinema and expressed the opinion that this suggestion must be due to a misunderstanding, as the Committee had no intention of duplicating the work of the Institute.

The delegate of Canada asked whether the Committee might be given a clear understanding of the relations between the Institute and the Committee. The approach of the two bodies to the problem was different. The Institute was interested primarily in the cinema itself; the Child Welfare Committee, on the other hand, was interested in the social well-being of the child and family, and in all those influences and forces which constitute its development or which, when exploited, may endanger that well-being. As its approach to the whole question was different from that of the Institute, it would appear that, within reasonable limits of co-operation, the Committee must be free to obtain, wherever it deemed it necessary, competent help and advice in its work and discussion on this subject, which to the Committee is not the cinema in itself but the cinema in relation to child and family life.

The liaison officer thought the Institute agreed with the observations of the delegate of Canada. He emphasised the importance of reconciling the work of the Institute and the Child Welfare Committee in order to avoid duplication.

<sup>1</sup> Document C.P.E.535.

<sup>2</sup> Document C.P.E.524.



The delegate of Chile stated that the fact that the International Educational Cinematographic Institute dealt with the "cinematograph" aspect of the problem, whereas the Committee studied the "child welfare" aspect, did not in any way affect the possibility and necessity of close co-operation between the two bodies which were studying these different aspects of the same problem.

### VII. Recreational Aspect of the Cinematograph for Young People.

When the Child Welfare Committee decided in 1934 to study the recreational aspect of the cinematograph for young people, the members of the Committee and the international organisations were invited to collect information from the countries they represent under a number of headings suggested by the United Kingdom delegate, who was appointed Rapporteur. The headings included age of admission, frequency of attendance, effect on mentality, special performances, types of films which appeal to children, and provision of special films. In this way, replies were received from eleven countries and from various international organisations, and these were summarised and discussed at the session of the Child Welfare Committee held in April 1935. On the examination of this material, the Committee came to the conclusion that the recreational aspect of the cinema is one of international importance from the point of view of the welfare of young people and deserved closer examination. It therefore decided to recommend that all the States Members of the League should be invited to furnish information under similar headings and that the Secretariat should collate and analyse the information so obtained. It was also decided to send the preliminary material to the International Educational Cinematographic Institute of Rome for any observations which that Institute might desire to offer.

When the Child Welfare Committee met in April 1936, no fewer than thirty Governments and a number of international organisations had responded to the invitation. Unfortunately, many replies were not received in time to admit of careful examination and the Secretariat was only in a position to make a provisional and incomplete analysis of them. Much, however, of the information received was of great interest and enabled the Committee, without attempting to arrive at any final conclusions, to discuss a number of matters connected with the subject under enquiry.

The Committee received the greatest assistance in its discussion from two experts who were present by invitation. Mr. A. C. Cameron, formerly Director of Education for Oxford, attended as a representative of the British Film Institute and furnished a valuable report on children and entertainment films which was recently made by a representative of a Committee specially appointed for the purpose by the British Film Institute. Mr. Edgar Dale, Associate Professor, Bureau of Educational Research, Ohio State University, attended as a representative of the Payne Fund of New York City, and furnished valuable material for the Committee's consideration.

The Committee expressed its grateful appreciation of the interesting information supplied by these two experts, whose services were given voluntarily to the Committee.

M. de Montenach, of the Secretariat, represented M. de Féo, the Director of the Rome International Educational Cinematographic Institute, who was unable to attend the meeting.

The Committee also had before it an interesting memorandum dealing with the International Educational Cinematographic Institute at Rome.<sup>1</sup> In the course of the discussion, M. de Montenach observed that, since 1934, the Institute had carried into effect several of the proposals made by the experts. He also asked that the Government representatives on the Committee should do their utmost to secure the signature of the Convention on the Exchange of Educational Films.

The discussion arising out of these various reports was of such an interesting character that the Child Welfare Committee decided to include a summary of it as an appendix to the present report (Appendix I).

As the documentation is not yet complete, the Committee came to the conclusion that it would be premature to attempt this year to publish the material supplied to it or to offer any considered observations. It was decided that the discussion should be renewed next year and that, with this object in view, the Secretariat, in consultation with the Rapporteur, should be asked to review the whole of the material and to obtain such additional information from Governments or other sources as might be available.

### VIII. General Study of the Problem of the Neglected and Delinquent Child.

The order in which the Child Welfare Committee has considered the questions connected with the problem of the treatment of erring children and children in moral danger is as follows:

1. The information supplied by the Governments on the basis of the Child Welfare Committee's enquiry concerning the auxiliary services of juvenile courts<sup>2</sup> and a report by Mme. Woytowicz-Grabinska and M. Rollet, as Rapporteurs on the auxiliary services of juvenile courts,<sup>3</sup> was studied by the Child Welfare Committee at its session in April 1931.

<sup>1</sup> Document C.P.E.524.

<sup>2</sup> Document C.P.E.238(1).

<sup>3</sup> Document C.P.E.293.1931.



The discussion and its results are summarised in the Committee's report.<sup>1</sup> At that session, the Rapporteurs laid before the Committee their views, which provided a basis for the discussion. This, though exhaustive, did not yield any definite results, as the Committee agreed with the Rapporteurs that it was impossible to deal separately with the problems of juvenile courts, their auxiliary services, and the institutions responsible for carrying out the measures ordered by juvenile courts. The Committee did, however, give a preliminary definition of its attitude to certain of the most important questions in this field.

2. The information supplied by Governments regarding "the organisation of juvenile courts and the results attained hitherto"<sup>2</sup> was considered by the Committee at its session in April 1932. Adhering to its previous attitude, however, the Committee came to no definite decision, but contented itself with a resolution condemning the imprisonment of children, which it passed on account of the urgent necessity of adopting a more definite position on the subject.<sup>3</sup>

3. The information supplied by Governments on the subject of institutions for erring and delinquent minors,<sup>4</sup> supplemented by the comparative summaries made by M. Maus,<sup>5</sup> Miss Wall<sup>6</sup> and Mme. Woytowicz-Grabinska,<sup>7</sup> was examined at the session in April 1934. During the 1935 session, the Committee, reverting to this subject, adopted a series of conclusions relating to institutions for erring children and children in moral danger.<sup>8</sup>

The Committee had in mind the fact that the material has, in the meantime, been supplemented by additional information from Governments on point 2 (juvenile courts) and by the enquiry on the subject of children in moral danger, conducted by Mlle. Chaptal.<sup>9</sup> It also recognised that the studies undertaken by it between 1933 and 1936 on the questions on the agenda of the present session (boarding-out in families, age of criminal responsibility) will provide a supplement to the material collected.

In accordance with the previous decision, the Committee, at its session in 1935, placed on the agenda for 1937 a general study of the problem of neglected and delinquent minors. In order to enable the Committee to discuss this question, Mme. Woytowicz-Grabinska, substitute delegate of Poland, was appointed Rapporteur and was requested to prepare a plan of work and to submit it to the Committee at the 1936 session. In compliance with the instructions of the Committee, the Rapporteur submitted a report on this question,<sup>10</sup> which was generally approved by the Committee.

In this report, the Rapporteur proposed that the contemplated survey should be carried out with the object of enabling the Committee to come to conclusions with regard to the methods of dealing with neglected and delinquent minors, and to establish the principles which seem to be most suitable. For this purpose, the work submitted to the Committee in 1937 will be drawn up in the form of a "general study of the principles applicable in dealing with neglected and delinquent minors", and will take account of the facts ascertained and the conclusions arrived at by the Committee on special points, during previous sessions. The plan for this "general study of principles" had been prepared by the Rapporteur as some guidance for the future work.

After a discussion, the Committee decided to appoint a Sub-Committee consisting of Miss Wall, substitute delegate of the United Kingdom, of M. Maus, technical expert of the Belgian delegation, and of the Rapporteur.

The members of the Child Welfare Committee have been requested to forward to the Secretariat before September 1st, 1936, their comments on the subject mentioned in the plan of work prepared by the Rapporteur. After that date, the Sub-Committee will meet to prepare a general draft plan setting forth the principles underlying the treatment of neglected and delinquent minors for the discussion which will take place in the Committee in 1937.

#### IX. Child Welfare Councils.

At the request of the Committee and through the good offices of the Director of the Social Section, valuable expert reports on the child welfare councils in Denmark, Norway and Sweden<sup>11</sup> were obtained. These reports were compiled by a specialist in each country and gave a clear and full account of the organisation which carries out duties entrusted to juvenile courts in other countries, as well as all other child welfare measures. The Committee decided that it would be very useful to publish these three reports in one volume and suggested that, in so doing, the Secretariat might endeavour to establish, so far as possible, a certain measure of uniformity in the length of the reports.

The Committee requested the Chairman to convey its thanks and warm appreciation to the specialist in each country who had so kindly prepared the report. The Committee further decided that the reports on Child Welfare Councils should be considered next year, when the general study of the neglected and delinquent child was under consideration.

<sup>1</sup> Document C.297.M.139.1931.IV.

<sup>2</sup> Document C.975.M.540.1931.IV.

<sup>3</sup> Document C.395.M.221.1932.IV.

<sup>4</sup> Document C.I.M.I.1934.IV.

<sup>5</sup> Document C.P.E.456.1934.

<sup>6</sup> Document C.P.E.468.1934.

<sup>7</sup> Document C.P.E.450.1934.

<sup>8</sup> Documents C.P.E.496.1935 and C.187.M.104.1935.IV.

<sup>9</sup> Document C.285.M.123.1934.IV.

<sup>10</sup> Document C.P.E. 536.

<sup>11</sup> Documents C.P.E.521, 522, 523.



## X. Work of the Social Questions Section as an Information Centre in the Field of Child Welfare.

The Committee expressed the opinion that the two tasks assigned by the Assembly to the Social Questions Section as an information centre in the field of child welfare, which it is to perform in collaboration with the Library — namely :

“ (a) To collect basic documentary material on the lines laid down by the Child Welfare Committee ;

“ (b) To reply to any requests for information and to inform the members of the Child Welfare Committee from time to time of the position of questions on its agenda ;”<sup>1</sup>

should be developed gradually. It was suggested that the Information Centre had much work to do in analysing the annual reports from Governments on child welfare, and in acting in a liaison capacity to ensure that any relevant information forwarded by Governments in the annual child welfare reports was brought to the notice of those who were compiling studies for the Committee.

The delegate of the United States of America proposed that the Social Questions Section should publish a list of the names and addresses of official organisations in the different countries with which members of the Committee could correspond on child welfare questions.

The delegation of the Polish Government asked that a study should be made of the main social welfare legislation in force, especially from the standpoint of child welfare and the protection of the family. This had been agreed to by the Committee when establishing a list of subjects for which material might first be obtained.

The Committee agreed that these tasks should be carried out.

## XI. Report of the Liaison Officer with the International Labour Office.

The liaison officer with the International Labour Office in his report<sup>2</sup> stated that, in June 1935, the International Labour Conference discussed the following questions in connection with the effect of the economic depression and unemployment among young persons :

- (1) School-leaving age, age for admission to employment ;
- (2) General and vocational education ;
- (3) Recreation for the young unemployed ;
- (4) Special employment centres ;
- (5) Special public works for unemployed young persons ;
- (6) Placing and development of opportunities for normal employment.

The report informs the Child Welfare Committee of the most important steps taken on the subjects enumerated above. The report also mentions the recommendations of the Liaison Committee attached to the International Labour Conference.

The liaison officer confined his comments to certain important items discussed at a special Regional Conference of the International Labour Organisation held in Santiago on the invitation of the Government of Chile in January 1936. The Conference adopted a resolution for raising the minimum age of employment. The Governing Body of the International Labour Office was invited to set in motion any procedure for the revision of various Conventions adopted between 1919 and 1932 on this subject. The Governing Body has taken the necessary steps to this effect and the procedure was following its course. The Santiago Conference also invited the Governing Body to study the question of compulsory medical examination of children and young persons as a condition for entering industrial employment. The liaison officer also drew attention to the resolution adopted at the same Conference regarding the establishment of holiday camps for working children, the desire expressed for better organisation of rural education, and the advisability of setting up children's bureaux in the Labour Ministries of all American States.

The delegate of Chile noted with satisfaction the full summary contained in the report of the recommendations adopted by the Santiago Conference, which had been convened at his Government's suggestion. The report as a whole showed the increasing value of the co-operation which was maintained within the International Labour Office and the Child Welfare Committee.

The Committee expressed its appreciation of the valuable report submitted and its great interest in the consideration given by the International Labour Organisation to the raising of the age of admission to gainful employment and methods of dealing with unemployment among young persons. The Committee recognised that the raising of the school-leaving age and the age of admission to employment are measures directly related both to the welfare of children and youth and the increase of employment opportunities for adults. It noted with interest the experience of the United States during the operation of the National Industrial Recovery Act, when, under the codes, the age of admission to industrial employment was 16 years.

<sup>1</sup> Document A.54.1935.IV.

<sup>2</sup> Document C.P.E.528.



The Committee was interested to learn that several leading industrial countries had ratified the earlier Child Labour Conventions. These Conventions, however, still awaited ratification by a considerable number of such countries. The opinion was expressed that members of the Committee might do much to arouse a more active interest in ratification in their respective countries.

Methods of providing public employment and training for unemployed young people were discussed and plans now under consideration in Canada were noted. Several delegates raised the problem of young unemployed intellectuals.

The opinion was expressed that camps, hostels and special training programmes were at best but palliative and temporary measures, and that thousands of young persons, well-equipped for employment, asked only for opportunities to work and establish homes of their own. It was to the solution of this problem that the main effort should be devoted.

On the proposal of Mlle. Burniaux, Assessor representing the International Federation of Trade Unions, the Committee, after some discussion, decided to recommend that the International Labour Office should continue its work for: (a) The raising of the age of admission of children to industrial employment, regard being had to the parallel raising of the school-leaving age, the great importance of which it recognises from the standpoints both of the reduction of unemployment and of child welfare; (b) The study of the question of unemployment among young intellectuals, which had already been raised at the last session, and on the urgency and social importance of which the Committee desires to lay stress.

## XII. Report of the Liaison Officer with the Health Organisation.

The liaison officer with the Health Organisation pointed out in his report<sup>1</sup> that, in connection with the Health Organisation's studies of the effects of the economic depression on public health, the primary concern from the standpoint of public health was the food of the unemployed and other population groups and also of the families who were affected by the economic upheaval. He confined himself to underlining the extreme importance of this question and the wide interest it has awakened throughout the world. The report also gave certain information on the work of the Health Organisation devoted to a study of the housing problem which, along with that of nutrition, constitutes one of the essential factors affecting the health of the individual. Finally, a brief summary of the results of the large enquiry into the treatment of syphilis made by the Health Organisation since 1928 were given in the report.

The Committee expressed its appreciation of the extremely interesting report submitted to it.

## XIII. Liaison Representative from the Child Welfare Committee to the Mixed Committee on Health and Nutrition.

The Committee, as stated above, had before it the report of the Liaison Officer with the Health Organisation<sup>1</sup> and also the resolution adopted by the Assembly on September 25th, 1935, which read:

"The Assembly,

"Having considered the subject of nutrition in relation to public health and of the effects of improved nutrition on the consumption of agricultural products:

"Urges Governments to examine the practical means of securing better nutrition and requests the Council:

"(1) To invite the Health Organisation of the League of Nations to continue and extend its work on nutrition in relation to public health;

"(2) To instruct the technical organisations of the League of Nations, in consultation with the International Labour Office and the International Institute of Agriculture, to collect, summarise and publish information on the measures taken in all countries for securing improved nutrition; and,

"(3) To appoint a Committee, including agricultural, economic and health experts, instructed to submit a general report on the whole question in its health and economic aspects to the next Assembly after taking into consideration, *inter alia*, the progress of the work carried out in accordance with paragraphs (1) and (2) above."

The Committee expressed its satisfaction at this decision to study a subject of such importance to the Child Welfare Committee, because the welfare of children depends to a great extent upon the provision of a sufficient supply of foods essential to health.

The Committee noted that the Mixed Committee on Health and Nutrition has been constituted to cover various aspects of the subject. The problem of the production of food supplies is being studied by the agricultural experts and the food requirements essential to the health of people in various countries are being studied by competent health authorities.

<sup>1</sup> Document C.P.E.531.



There still remains, however, the problem of the distribution of adequate food supplies to the whole population. Its solution depends upon economic considerations and especially the relation of earnings to the cost of living and upon the relation of the costs of food to the amount of assistance available to families in receipt of relief in their own homes, and to children and other persons maintained from public or private funds.

The adequacy of this assistance depends, not only on its amount, but also upon the methods of administration.

The study of the economic and wage aspects of the problem will be assured through representation of the International Labour Organisation on the Mixed Committee, and it would seem necessary that the social assistance aspects, which are of great importance, should be similarly assured. The Child Welfare Committee suggests that this object can be suitably attained by its representation upon the Mixed Committee.

The Child Welfare Committee therefore requests the Secretary-General to bring this proposal before the Council of the League of Nations at the earliest possible date.

#### XIV. Family Desertion.

At its ninth session (1933), the Committee decided to place among the subjects awaiting inclusion on its programme the question of desertion of the family. The Roumanian Government had procured for the Secretariat a certain amount of documentary material which included reports submitted to the Fifth International Conference for the Unification of Penal Law (Madrid 1933) and at the session of the International Bureau for the Unification of Penal Law in 1935 at Paris, the latter decided to supplement the documentation in the Secretariat's possession. The Bureau also suggested a plan for the classification of the documents received. The supplementary material has, however, not yet been submitted.

The delegate of Roumania informed the Committee that his Government attached great importance to this question and would be glad if it could be placed on the agenda of the next session. The Committee, after hearing the opinions expressed by several delegates, decided that the question should not be put prematurely on the agenda, since it was closely connected with other social and legal questions, and further decided not to place the matter on its agenda until fuller documentation had been made available for the purpose of carrying out a study.

#### XV. Ill-Treatment of Children.

On a suggestion made by the delegate of Roumania, the Fifth Committee proposed to the Assembly of 1935 a resolution, which was adopted, concerning the desirability of the Child Welfare Committee giving attention at one of its future sessions to the question of children who suffer ill-treatment.

Several members of the Committee expressed special interest in this question, which of late years has received increasing attention. The Committee agreed that it was not merely neglect but cruel treatment which the Committee had in view. However, as this problem might be regarded from many aspects — such as social assistance, civil law and penal measures — the question as to which of these aspects should be selected for special attention would have to receive careful consideration. The Committee decided to put the question on the agenda of one of its future sessions.

#### XVI. Future Work of the Committee.

The report submitted to the Fifth Committee and the Assembly of 1935 contained certain indications regarding the directions in which the Committee's work should be developed. The first part of the report concerned the questions which engaged the attention both of the Fifth Committee and of the Child Welfare Committee at its eleventh session. The second part contained the Rapporteur's suggestions on future work.

The Assembly, after pointing out that the Committee's attention should be directed mainly towards normal children, at the same time felt that, before formulating a definite opinion regarding the entire question, a practical expedient would be to submit the Rapporteur's observations on this subject for the study of the Child Welfare Committee, in order that the Fifth Committee might be able to discuss the matter at a later date on the basis of the Child Welfare Committee's report.<sup>1</sup>

The delegates for Canada and the United States of America submitted a memorandum<sup>2</sup> which they suggested should be circulated to the members of the Committee for consideration next year. This memorandum outlined a general plan of work which might be contemplated over a period of years, and the items of which might be gradually developed within the limits of the Committee's competence, having due regard to their urgency and international interests.

The Committee expressed its appreciation of the Rapporteur's observations and of the propositions of the delegates of the United States of America and Canada (included in Appendix II) and approved in principle the plan of a broader and more general approach to the problems of child welfare. But it also felt that, though in favour of this broader programme, it must proceed on clearly defined lines. In view of the reorganisation of the Committee, it was agreed that the question of procedure rather than the substance of the report should be discussed.

<sup>1</sup> Document C.P.E.527.

<sup>2</sup> Document C.P.E.539.



The Committee decided to place this question on the agenda of its next session and to appoint M. Gajardo, delegate of Chile, as Rapporteur. It invited the members to submit their observations on this subject before October 1st, 1936, in order that the Rapporteur might be able to prepare a plan for discussion.

#### XVII. Budget.

The draft budget,<sup>1</sup> submitted by the Director of the Social Questions Section, was unanimously adopted.

#### XVIII. Date of the Next Session.

It was decided that the next session would open on April 15th, 1937.

(Signed) Dr. Estrid HEIN,

Chairman.

(Signed) Matilde HUICI,

Vice-Chairman.

(Signed) Eric Einar EKSTRAND,

Secretary,

Director of the Opium  
Traffic and Social  
Questions Sections.

#### Appendix I.

##### RECREATIONAL ASPECT OF CINEMATOGRAPHY FOR YOUNG PEOPLE.

It appeared to the Committee that it would be valuable and interesting if the material laid before it by the experts and many of the comments expressed during the discussion were included in an annex to the report.

##### *Frequency of Attendance and Age of Admission.*

The information received this year confirms what was said last year as to the very large number of young people who regularly visit the ordinary cinemas. The habit seems to be common to most countries, and in the consideration of the recreational aspect of the cinematograph for the young, this fact must be borne clearly in mind. Whatever influence films may exercise on the young, the influence will be found at its highest in the public cinema, and any scheme for safeguarding the interests of young people must clearly relate primarily to the public cinema.

It would appear that only in a few countries are young people admitted to public cinemas without any restriction. The majority of countries follow the principle of admitting young people to cinemas so long as the films to be shown are passed by some competent authority as suitable for them. The age is usually fixed at 16, but sometimes it is as low as 12 or as high as 18. Sometimes there is a restriction against the admission of children after a certain hour (*e.g.*, 8 p.m. or 9 p.m.).

While, in some countries, children of tender years (*e.g.*, under the age of 5 or 6) are refused admission, there are only a few where admission is refused altogether to children under 16 or 17.

In a few countries, where some films are passed as suitable only for adults, the responsibility is left to parents, and the child is not admitted unless accompanied by a parent or guardian. Certain members of the Committee emphasised the great value of the principle of parental responsibility in this matter, but others thought that, in practice, it led to abuse and that many parents did not take their responsibility seriously.

In the case of two or three countries, some particulars are given as to the percentage of films which are considered unsuitable for children. For instance, the Danish State Film Censorship rejects as unsuitable for children about 20% or 25% of the longer films every year. Over a period of about 16 years, the Belgian Censorship Commission has rejected about 30%. In Czechoslovakia, for the year 1934, no less than 249 films out of 579 (or 43%) were found unsuitable for children. Dr. Dale, the representative of the Payne Fund, told the Committee that, out of 336 films produced in the United States in 1935, only 30, or about 8%, were regarded as suitable for children. About 21% were regarded as fair, and nearly 70% were considered unsatisfactory for this purpose.

<sup>1</sup> Document C.P.E.529.



*Films which appeal to Children.*

The information furnished to the Committee as a result of special enquiries among children made in different countries showed that, generally speaking, children prefer films which are full of life and movement ; the films must be suited to the age of the child and must represent aspects of life which are within his knowledge or imagination. When children are asked what films they like best, they usually put first films of adventure and "thrillers". This desire for healthy excitement is natural and can apparently be satisfied freely without harmful effect. It may be pointed out that it is by no means necessary that thrilling stories shall be based on crime or the detection of crime. The report of the Committee of the British Film Institute contains some interesting observations on this point as a result of a special enquiry among groups of schoolchildren. The following is an extract from this report :

"The Committee was particularly impressed by the children's preference and desire for films of 'real life' and 'of other peoples and other countries', since, in its opinion, it is films of the 'fairy tales of modern life' which would be most desirable for showing to children. The Committee would like to see more films, with strong story values, action and healthy excitement, set against a background of everyday life partly known to children.

"At the same time, such stories would necessarily place before children, as part of the stories, pictures of life and people around them and of peoples and countries all over the world. There is no disputing the interest of children in the subjects set out above. At present, children indulge this interest, in the main, outside the cinema ; films could well use and develop this interest and satisfy it more successfully perhaps than visits to museums, and magazines and books. Such films would be, not less, but more entertaining than the majority of films seen by children to-day."

The representative of the British Film Institute mentioned that the Institute classifies films in four groups, one group comprising films suitable for families. It was urged that this class of film should be encouraged in order to raise the moral level of the cinema.

Reference was also made to the efficacy of the leagues of cinema-goers and the groups of cinema theatre owners in inducing producers to supply films of this kind.

The information furnished to the Child Welfare Committee from several countries showed that, while children dislike sophistication, even when it is developed in some of their favourite characters, like Mickey Mouse, they also dislike any appearance of condescension. When films taken from well-known stories or classic tales are presented to them, there should be no apparent departure from the received text. Any such distortions are keenly resented. Another important point which is emphasised is the need for accuracy in the presentation of historical figures. Both these points are brought out in the report of the British Film Institute. "It is important", the report says, "that films of people of to-day and yesterday should be generally accurate. Complaint was made by children about distortions of history as they had been taught it and about alterations in the film versions of books which they had read. Similarly films based on books lose a great deal of their appeal to children if they digress seriously from the book or if too great freedom has been taken in adapting the book". A Canadian teacher is quoted in the Canadian reply as expressing the opinion that "from the experience of teachers, it would appear that children resent the writing down for them of stories known through reading of what might be described as the classic novels and plays, 'David Copperfield' being quoted as extremely popular because it followed the book so faithfully."

Another very important point is that the film should not be of a terrifying character. A dramatic critic, quoted in the Canadian reply, says that "the type of picture from which children should be definitely excluded by law are horror and murder pictures, especially the former, which would be quite capable of causing serious derangement in the nervous system of a sensitive and emotional child for months."

The same point is emphasised in other replies. While it is true to say that children enjoy being excited, it is equally true that "they do not like to be, and should not be, frightened". Special steps are taken in some countries to exclude children from cinemas where films of a specially alarming type are being shown.

Children do not always like what they might be expected to like. The Polish reply gives an interesting account of an experiment in showing to boys and girls of different ages a Polish film which was chosen as specially suitable for the young. The older children appeared to have received it with some scorn, partly because a leading part in the film was taken by younger persons, and this seems to have shocked their sense of seniority. The reply goes on to suggest that, in providing films for children, regard must be paid to the age of the children, as a film suitable for very small children will have no success with older children "who want a different kind of intellectual food, more varied and more complex".



An enquiry made in one country which was confirmed by an enquiry made in another showed that children do not appreciate films in which certain well-known "stars" appear, and the reason probably is that such films portray aspects of life which are beyond the experience of children.

Several of the Government replies (*e.g.*, from India and the Union of Soviet Socialist Republics) pointed out that films for the young should not fall below a high æsthetic standard. The Soviet reply on this point was particularly interesting :

"A juvenile film must be as perfect an artistic production as any other work of art.

"Any attempt to address children otherwise than in the real language of art, to 'talk down' to the child's intellectual level — *i.e.*, any conscious or deliberate simplification — makes the juvenile film stereotyped and false.

"A juvenile film should be simple with the simplicity of a real work of art, but not simplified.

"If a film is to be easily comprehensible to a juvenile audience, its author should take account of the experience of life and the stock of associations possessed by children of the age for which the film is designed.

"While basing his judgment on a children's experience of life, the film author should nevertheless not produce his film only for that level. He should always be slightly ahead of the child and every film should be to the young spectator a new experience, a further step forward which he has to make."

### *Special Performances.*

From what has been said it is clear that the main problem of the cinema for the young lies in the public cinema and that the solution cannot be found in excluding them from it except in cases where the films to be exhibited are definitely unsuitable for them. The older children in particular — those in the adolescent group from, say, 15 to 18 — would object to any attempt to provide them with films below the level of intelligence demanded by their seniors. But for the younger children who are still of school age there is much to be said for special performances. The public cinema often fails to supply the type of film which appeals to the younger children. If they are given what they need by way of recreational films at special performances they will be less likely to be attracted to the public cinema. That this principle is sound is shown by the experience of so many countries where various steps have been taken to organise special performances. It was pointed out in the reply from China that the main difficulty is the lack of films which appeal specially to children. It was suggested by Dr. Dale that part of the problem would be solved if the comparatively small number of films which are specially suitable for children could, with the co-operation of the producers, be made available for exhibition outside the public cinema or that, after they have been shown in the public cinema, they could be reproduced on films of sub-standard size (16 millimetres). A library of films specially suitable for children could thus be built up. Dr. Dale mentioned, as was pointed out by the Child Welfare Committee in its previous reports on this subject, that there are well-known children's classics in many countries and that, if films based on these stories could be produced in their national setting, they would find a ready response from children of different races and would promote international understanding and goodwill. He added that the question of the production of films for children is one which demands the increasing support of Governments.

Dr. Dale, speaking from a broad general approach to the question, said there was, in his opinion, a tendency everywhere to give disproportionate emphasis to the film in the recreational life of the child. As a matter of fact, in his judgment, the radio, the newspaper, the children's magazine, etc., were exercising just as great an influence on millions of children. He felt that it was important that the discussion of the cinema should take place against the whole background of recreation for children and young people, such as the constructive influence of life in the out-of-doors, camps, etc., athletics, the drama, music, art, and all those activities which contribute to a wholesome recreational life.

### *General Observations.*

The preliminary examination of the material before it leads the Child Welfare Committee to believe that, having regard to the cultural and social influence of the film on children and adolescents and to the fact that this influence has its strongest hold in the public cinema, the greatest need is that steps shall be taken to guide young people in their appreciation of the film as an art. Nothing would be more likely to raise the standard of public taste than to cultivate in the rising generation a desire to see really good films of every variety. The production of films of high quality must inevitably depend on the demand. It is suggested that a great deal can be done in schools to cultivate an intelligent



appreciation of films and discrimination between the good and the bad. The Committee was interested to learn that a good deal is already being done in this direction in several countries and it proposes to pay special attention to this development.

To enable education authorities to encourage the teaching of film appreciation, information is required as to the character and quality of the films which are produced. The representative of the British Film Institute informed the Committee that the Institute issues each month a bulletin "which gives an outline of the story of the film and assesses its technical qualities. Indication is also given of the general positive suitability of each film. Attention is drawn to any sequences or incidents which might be harmful or objectionable to any well-defined body of opinion or type of audience, and particular care is taken to indicate, for example, incidents which might be frightening or objectionable to children. The general suitability of any film is graded as follows: (a) for adults only; (b) for adults and adolescents over 16; (c) for family audiences; (d) specially suitable for children under 16. It is believed that the reviews give sufficient information about the film to enable a local director of education or teacher, for example, to decide in advance and without specially seeing the film, in the light of his knowledge of his own particular area or school, which films are most suitable for and which films would be best not seen by the children in his area or school."

A similar service has been provided in Canada by the Canadian Welfare Council, which publishes each month a description of current films under the title "Motion Pictures the Family will like". This publication has a wide circulation, and the assistance which it gives to all those who are interested in the welfare of young people is greatly appreciated.

Dr. Dale informed the Committee that the teaching of film discrimination has made substantial progress in the United States. Seven States have given official approval to its inclusion in their schedule of studies. A bulletin dealing with the teaching of discrimination, which is edited by Dr. Dale, is circulated to over 5,000 teachers or administrators of schools in the United States. This work has been made possible by a grant from the Payne Fund.

Mention was also made of an interesting experiment being carried out by the International Missionary Council. The Council has directed the making of films among peoples of less advanced civilisations, who themselves depict on the screen short stories of simple life in a manner which can be understood by unsophisticated audiences.

## Appendix II.

### FUTURE WORK OF THE COMMITTEE.

The Rapporteur submitted to the 1935 Assembly the following important observations on the question:

"Here it would be useful to consider the work of the Committee in relation to the resolutions it originally adopted as a basis for its work.

"At its first session, the Child Welfare Committee thought it right 'to take the *normal child* as the basis of its study, and to emphasise the constructive side of child welfare as much as the more limited though vital question of protecting the child from adverse influences or wilful exploitation'.

"The first point of the Declaration of Geneva adopted by the Committee as the ideal at which it was aiming placed additional emphasis on the rights of the normal child.

"I. *The child must be given the means requisite for its normal development, both materially and spiritually.*

"Nevertheless, the Child Welfare Committee has been more specially concerned with abnormal children.

"The normal child should, however, come first, for, although abnormal children require special care, the numerical proportion of normal to abnormal children is so much greater that it would be a bad division of labour to devote more time and attention to the smaller group.

"It is always easier to interest the public and the authorities in an abnormal situation, for any form of misfortune makes a greater appeal to the feelings; the methods, the means of relieving it are, as it were, obvious, and results are more speedily achieved.

"The problem of helping the normal child is far less simple. In the first place, it is much harder to interest the public or an authority in a group whose problems are not immediately apparent. But the great, the main, difficulty is to find the right methods. This difficulty is, moreover, encountered by all child welfare associations. Health work is the most advanced aspect of welfare for normal children; but, in this sphere also, there is much inequality. Infant welfare and welfare for schoolchildren are well organised, but the age-group between the two — children of pre-school age — is neglected, because its problems



are not conspicuous. In the child of from 2 to 6, however, who is at what is known as the plastic age, the mind of the future adolescent is in formation, just as infancy is of the greatest importance for physical training.

"There is another mistake which is frequently made by child welfare associations. It, too, is more or less due to the fact that the problems of some age-groups are easier to grasp than those of others. It is usual to consider children as a separate group with special problems and to forget that, although sometimes necessary, the division of the community into age-groups or groups having the same problems is artificial. The natural division would be into mixed groups containing persons of both sexes and of all ages, the smallest natural unit being the family.

"It would therefore seem to be the first duty in welfare work for normal children to take into account the natural environment in which each child has to live, and to help it to adjust itself fully to its social environment.

"This implies *social guidance*. Child welfare associations must be urged to interest themselves, not only in infants and children of pre-school age, but also in children belonging to the second group which has been neglected — children leaving school — and to extend the hitherto somewhat restricted idea of vocational guidance to social guidance.

"All the voluntary organisations developed very rapidly during the years immediately after the war. At the same time, though the voluntary organisations of the various countries are at different stages of development, there are some problems that arise in the same form everywhere; in particular, the overlapping of services in some fields and for some groups, and the absence of any provision for others; the unequal and uneconomic allocation of the financial resources available for these organisations; the conflict of competence between various organisations and administrations whose methods of work differ.

"Since a comparative study of these organisations and their methods of work would be of special importance to the League, it would be interesting:

"To define the relative importance and respective rôles of organisations dealing with social assistance and organisations doing preventive health work;

"To establish the relative importance of the system of specialised or individual social work as compared with what is known as the general or family system;

"To consider what services should preferably be organised by the authorities and by private organisations respectively;

"To study the relative competence of professional and voluntary social workers.

"The study might usefully be both horizontal and vertical, so as to show both the scope of the organisations and their hierarchical and administrative structure.

"Another problem which is closely connected with this question is the training of social workers. All things considered, it is due to the clash of competence between different organisations and should be settled at the same time. On the one hand, the training of highly specialised social workers fits them only for the work of organisation for which they are intended. On the other hand, there is often a tendency to give them too general a training. This leads to two great dangers — the danger that they will become superficial because they have been taught a great variety of subjects into which they have not gone very deeply, and, in avoiding this, the other danger that their studies will be continued too long.

"It would doubtless be advisable to study the question of conflicts of competence in the organisation and working of social welfare associations in relation to the information on the rôle of social workers already collected, which the Committee decided in 1934 to bring out and present in a succinct form.

"On the other hand, advantage might be taken of the completion of the study on boarding out in families to make a study in suitable conditions of the problem of social guidance.

"Briefly, it would seem that the Committee should devote attention to the normal child and should consider the two aspects of this question: how the associations are organised, and the kind of work they are performing."

The delegates of the United States of America and of Canada offered the following suggestions in regard to the future work of the Committee:

"Having regard to the resolution of the Child Welfare Committee at its first session that the Committee should 'take the *normal child* as the basis of its study', and should 'emphasise the constructive side of child welfare as much as the more limited though vital question of protecting the child from adverse influences or wilful exploitation', and the request of the Assembly that the Committee's attention should be directed mainly towards normal children, and, in view of the excellent statement presented to the Assembly by the Rapporteur,<sup>1</sup> and the very valuable suggestions offered by the Director of the Social Questions Section,<sup>2</sup> it is proposed that the Committee request a special Sub-Committee to draw up and circulate among the members prior to the next session a proposed plan of work for the next few years, which, if approved by the Committee, without being binding

<sup>1</sup> Document A.V/2. 1935.

<sup>2</sup> Document C.P.E.527, March 30th, 1936.



as to order or time, will set out for consideration subjects which appear to be most important from the point of view of (1) their bearing upon the welfare of the normal child ; (2) their international interest and timeliness ; (3) their relation to subjects already studied by the Committee ; (4) their relation to subjects being studied by other technical organisations affiliated with the League ; and (5) the possibility of securing the services of experts for the enquiries needed as a basis for adequate and useful consideration by the Committee.

" It is further suggested that this Sub-Committee consider the following subjects for inclusion in the list of projects which it is requested to prepare, among which one or two might be found to be suitable for preliminary discussion during the 1937 session of the Committee :

" 1. Consolidation and extension of the studies already undertaken in relation to neglected and delinquent minors from the point of view of developing effective preventive programmes of social assistance and guidance, training, general development, recreation and vocational preparation and placing, thus enlarging the opportunities available to all children in the different countries in the world.

" 2. Further exploration, in collaboration with the International Labour Office, of measures for the protection of young persons against the social effects of unemployment and, where possible, correlation of the results of this enquiry with those under item 1.

" 3. Examination from the point of view of protection of normal family life, and of child life, of the systems of public assistance (as distinct from social insurance) in the different countries in relation to :

" (a) An examination of the distinctive features of these systems ;

" (b) The part assumed therein by the public authorities ;

" (c) By voluntary effort ;

" (d) Relation of specialised child welfare services to general family assistance services ;

" (e) Special examination of the measures followed for the organisation of welfare services in rural areas ;

" (f) Examination of the relative functions discharged by professional and voluntary social workers, and, in this connection, a description of the methods followed for the training and employment of the professional worker.

" 4. Study of measures particularly designed to maintain the family group, threatened by conditions of poverty, neglect or delinquency, as a social unit, thus reducing the necessity of caring for children away from their own homes.

" 5. Examination of the means of reconstructing a normal life for the child who may have lost it through the failure of his normal parental protection or guardianship. This should include, under adoption or a similar heading, enquiry into the following points in the examination of the systems of different countries :

" (a) As to provisions for surrender of guardianship by parents or existing guardians ;

" (b) As to provisions for creation of new parental guardianship by legal transfer, adoption, etc. ;

" (c) As to methods of enquiry into :

" (i) Parentage and other items in respect of the child whose guardianship is to be transferred ;

" (ii) Suitability of home, guardians, etc., to whom guardianship is to be transferred ;

" (iii) Supervision during period of probationary or trial placing ;

" (iv) Qualifications of persons entrusted with the work of enquiry, placing and supervision ;

" (d) As to principles and practices in respect to inheritance rights, following upon transfer of guardianship, adoption, etc. ;

" (e) As to provisions for reciprocal recognition in one jurisdiction of transfer of guardianship, adoption, etc., effected within another jurisdiction.

" 6. In collaboration with the International Health Organisation :

" (a) Enquiry into the social protection of maternity and infancy and the development of the pre-school child ;

" (b) Exploration of the relation of measures of social protection and assistance to the nutrition of the expectant mother and young child."